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ABSTRACT

The German education system is the responsibility of the 16 federal states. The federal government plays the leading role in regularizing the on-the-job section of occupational training in the dual system. Other forms of occupational training are full-time vocational schools and further full-time vocational training schools. The on-the-job part of the dual system goes back to the medieval crafts guilds. With the introduction of compulsory attendance in vocational schools for apprentices in the 1920s, trade training became dual. The main location of vocational training within the dual system is the employing firm, which must have suitable instructors and comply with training regulations. Inplant training is supplemented by interplant instruction courses and an interlinked training system. Coordination between the vocational training school and the firm is one of the major problems in the dual training system. Career information is provided only at main schools. Most large cities now have Careers Information Centers. Recruitment efforts are aimed at both able and less able youth. Special training programs are available for disadvantaged and handicapped individuals, foreign youth, and women. State-financed vocational further training has been chiefly concentrated on interplant programs. Further development of vocational training is influenced by work force requirements and demographic development. (Appendixes include a glossary, addresses of 13 important ministries and other organizations, and 5 references in German.) (YLB)

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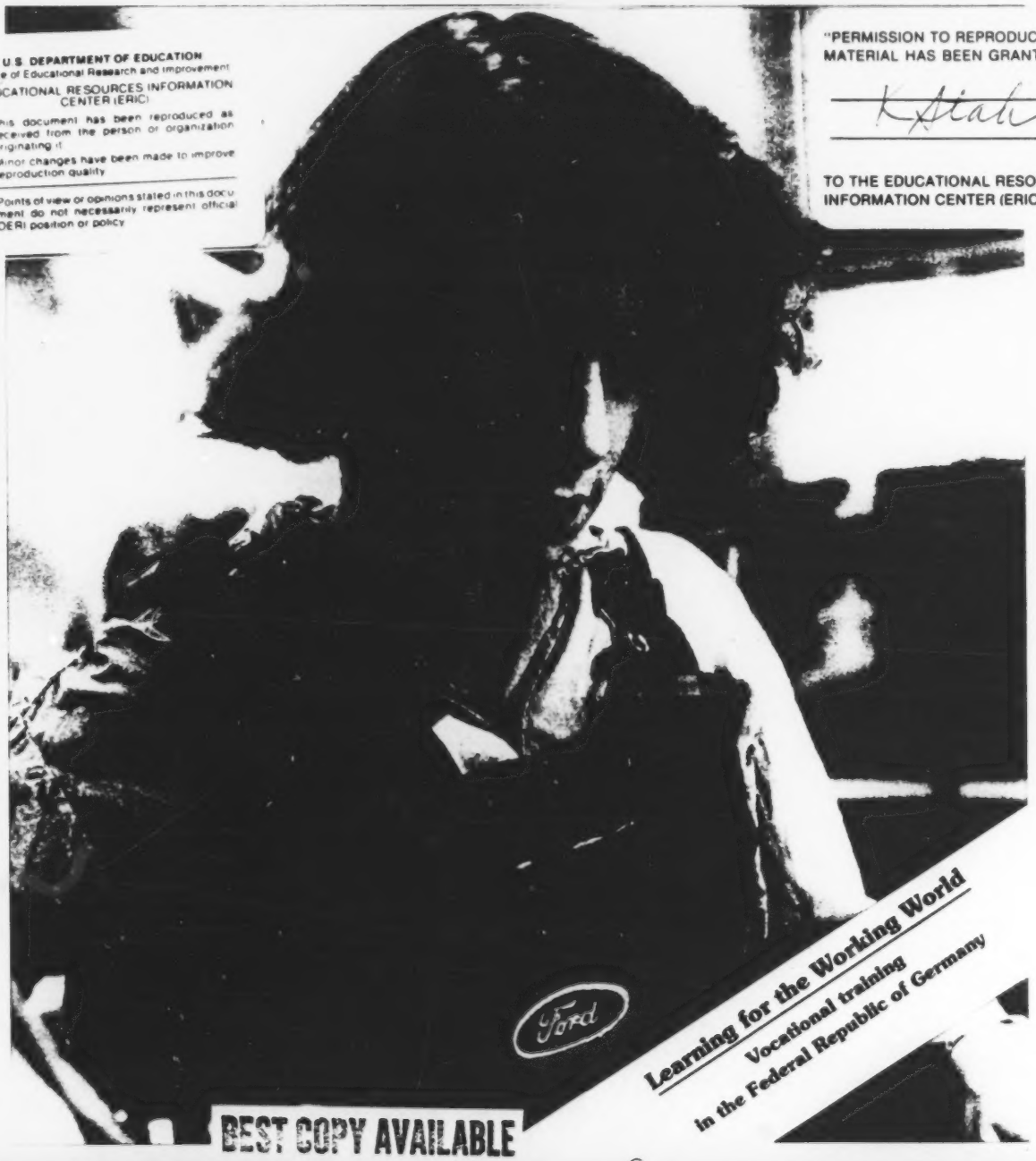

Learning for the Working World
Vocational training in the Federal Republic of Germany

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Vocational training in the Federal Republic of Germany

Preface

The acknowledged quality of German products, the irrepressible lustre of "Made in Germany", the persistent competitive power of the German economy world-wide – all these factors are attributed by observers of German development not least to the high level of qualification and large number of German skilled blue and white-collar workers. Both are the result of vocational training which enjoys an important place in the education system.

In recent years, world-wide interest in the German vocational system has also increased for other reasons: the reasonably low level of unemployment and juvenile delinquency among youth compared internationally, the well organized transition from school to the world of work, the rapid surmounting of new challenges in professions tailored to the latest state of the art are are also held in high regard and acknowledged as the result of the special form and scope of German vocational training.

"Education and Science" intends to outline the particular features of German occupational training in this special issue. It will indicate its historical origins, what its structures look like today and how this sector is integrated into the education system as a whole. In so doing, of course, the problems will not be glossed over.

Special mention should be made of the new *Bundesländer* (states) in eastern Germany where a radical change – from a planned to a market economy – is taking place. This process is raising diverse questions of a qualitative and quantitative naure which must be solved as quickly as possible in the interest of young persons.

In the Federal Republic of Germany, the place of work *(Betrieb)* constitutes the central point in vocational training – not the school. True, there are also full-time training programmes at vocational schools *(Berufsschulen)* but they "only" play a supplementary role vis-a-vis the predominant form of occupational training *(Berufsausbildung)* i.e. the "dual system".

This issue will also describe the distribution of roles and division of labour in the training programmes offered by employer and vocational school, and the manner in which they collaborate.

On-the-job training is, of course, different from that provided at vocational schools. As a result, the content and pattern of on-the-job training courses must be organized along different lines from the scholastic programmes timetabled at vocational schools.

Who controls vocational training in Germany, and how? This system has various control mechanisms, the most important of which are participation *(Mitwirkung)* and co-determination *(Mitbestimmung)* by the trade unions *(Gewerkschaften)* at all levels.

Good training is expensive, both for vocational training in schools and for employers. Facilities, equipment, teaching staff, teaching materials and quality, all of which play a decisive part in training. What are the costs of vocational training? Who foots the bill? These questions will be answered below.

Trade training, i.e. an apprenticeship, is the basic essential as far as job-security is concerned in the Federal Republic of Germany. Consequently, young persons themselves must take an active part in their path from school to occupation. They have manifold opportunities of obtaining advice and are largely free to choose their own profession.

Vocational training in the Federal Republic of Germany must open up additional opportunities in life for particularly talented young persons by giving them access to other educational channels. Promotion of talented persons in Germany is just as much a matter of course in vocational training as it is in schools and higher education. The paths followed are described below.

The disadvantaged, the handicapped and foreign young persons are the "problem children" of the German education and training system. Even young women often experience great difficulty in finding good trade training particularly if they restrict themselves to a relatively small number of desired professions. What opportunities are they

offered by the vocational training system in the Federal Republic of Germany? Are they given help and, if so, what sort of help?

"Training for all" is an objective which all political parties and social groupings have supported and set themselves. But, as a rule, vocational training only provides the foundation for 30 to 40 years of working life. Further training is its natural and essential continuation, especially in view of the fact that, compared with the rest of Europe, training in Germany takes some considerable time. The correlations between training and further training are moving more and more to the fore in individual, inplant and state planning.

In view of the high qualification profiles in modern occupational training, the traditional distinction made between mental and physical work has become outdated. Even so, the equity of general and vocational education is still nowhere near reality. Wide discussion on this issue is currently taking place in Germany.

1 January 1993 marks a historical step in Europe: with the establishment of the European domestic market, diverse effects on the further development of occupational training are anticipated in the EC member countries. The opening up of West European states towards one another is being augmented by association and other agreements with the countries of Central and Eastern Europe, including the successor states to the former USSR. By this means, it will be possible to support the reform of the vocational training systems in these countries. In addition, the EC has also made its trade training programmes accessible to the EFTA states. This extensive cooperation by all the countries of Europe in a politically crucial sector represents an educational challenge in the years ahead, such as in respect of the mutual recognition of vocational qualifications, the promotion of vocation-related visits abroad and the exchange of skilled workers.

Vocational training as an integral part of the education system

Scholastic training paths

From primary school to university

There is a wealth of various school forms and channels in the Federal Republic of Germany. Despite the basis of a common structure, there are marked differences in the 16 federal states *(Bundesländer)*. This stems from the fact that the whole of the education system is the responsibility of the federal states and not the Federal Government. Legislation, organization, administration, finance and curricula planning are the responsibility of the federal states in broad areas – from kindergarten to university.

Coordination exists between the Bundesländer on matters concerning the further development of the education system. The Federal Government is also involved in joint overall educational planning. In one sector, however, the Federal Government plays the leading role: on the strength of its responsibility for the economy, the Federal Government regularizes the on-the-job section of occupational training which, as mentioned earlier, is based on the dual system, i.e. the combination of compulsory part-time education with on-the-job training.

School attendance is compulsory in the Federal Republic of Germany. It begins on completion of the 6th birthday and ends at the age of 16. This, however, only applies to full-time school. Between the the ages of 16 and 18 young persons no longer attending a secondary school must go to part-time schools.

Structures and data

As a rule, the primary level, the *Grundschule*, lasts four years – in some Bundesländer six – and provides pupils with basic knowledge in preparation for their attendance of a secondary school:

- the *Hauptschule* (Main school)
  This type of school provides education from Classes 5 (7) to 9/10 with a main school final

certificate *(Hauptschulabschluß)*: in special cases, it can also culminate in an intermediate certificate *(Mittlere Reife)*.

- the *Realschule* (Intermediate School)
  Covers Classes 5 (7) to 10, culminating in an intermediate certificate (see above).

- the *Gymnasium* (Grammar School)
  Goes from Class 5 to Class 12, but as a general rule, to Class 13, culminating in an intermediate certificate (see above) after Class 10 and *Abitur* (university entrance qualification) in Class 12 or 13.

- the *Gesamtschule* (Comprehensive School)
  This type of school exists as a normal school facility or a pilot project in the various Bundesländer. It combines the three forms of secondary school mentioned above under one roof from Classes 5 (7) to 10, culminating in the intermediate certificate. Transfer to the *Oberstufe* (Classes 11-13 at Gymnasium) is possible.

- the *Sonderschule* (Special School)
  Pupils with serious learning problems, who cannot keep up at a normal school, attend special (remedial) schools. They have the same curricula, to some extent, but are given additional pedagogical help.

Trends

The numerical proportions at the various types of school have undergone a rapid change in the last few decades. Further changes are also foreseeable in the future.

In view of the developments on the employment market, the proportions have, in part, undergone a drastic shift away from the Hauptschule towards the Realschule and Gymnasium. Whereas up to 70% of school leavers had a Hauptschule final certificate in the early 1970s, this has now dropped to a nationwide 31.5% today. The fact must be taken into account that, because of the enhanced permeability of the various types of school, the trend towards more superior final school certificates may well be greater than the growing pupil numbers at secondary schools suggest. This development has alarmed the education experts, prompting ideas of re-emphasizing to an even greater extent the intrinsic value of a Hauptschule final certificate as the basis for further vocational training.

Vocational training courses

On completion of Class 9 or 10, various forms of occupational training are available, side by side with general education at secondary schools:

- The *dual system* of on-the job training and (part time) vocational school education provides training courses (apprenticeships) of between 2 to 3.5 years in various sectors (technical, commercial, agricultural etc.), culminating in a qualification as a skilled blue or white-collar worker. At a figure of 1.8 million, something equivalent to almost to two-thirds of an age-group are following occupational courses as trainees or apprentices.

- *Berufsfachschulen* (full-time vocational schools) provide courses of one to three years, culminating in a trade qualification which, however, is not usually recognized as a "fully-fledged" "skilled worker qualification" on the labour market. As a result, a growing number of pupils are using the facility as preparation for a shorter period of training under the dual system. These schools also offer training courses and final certificates not occurring within the dual system, e.g. social educational and nursing professions.

- Further full-time vocational training schools include, for instance: *Berufsaufbauschulen* (continuation vocational training schools), *Fachoberschulen* (senior technical schools) and *Fachschulen* (technical schools). These schools provide continuation courses on the strength of training received within the dual system or on the basis of other types of vocational training in school. They provide the opportunity to extend general education and deepen specialized trade training. The courses culminate in final certificates permitting further scholastic training courses, attendance of a technical school (see above) and even a higher education institution. (Many of the various types of vocational school are housed in the same buildings, enabling teachers, classes and facilities to be used in diverse manner).

A comparison of numbers of pupils attending *school* training courses with those in the dual system shows that the former tend to play a subordinate role, particularly in the initial training sector, in the Federal Republic of Germany. This, however, does not exclude their special importance for individual vocational sectors.

Attendance of state schools requires no fees. Even textbooks are paid for by the state in the majority of cases.

Access to academic training courses is possible in various ways in the Federal Republic of Germany nowadays. The most common way continues to be via the *Oberstufe* (Classes 11, 12 and 13) at a *Gymnasium*. At the end of Class 13, pupils sit their final examination, known as *Abitur* or *Reifeprüfung* which gives them general right of access to a higher education institution.

In 1991, some 35% of a year group, i.e. 18 year olds, obtained a university *(allgemeine Hochschulreife)* or a college *(Fachhochschulreife)* entrance qualification.

The other forms of school and training, though, are by no means "dead-ends". Manifold channels via full-time vocational schools or evening grammar schools *(Abendgymnasium)* and secondary education courses *(Kollegs)* known as the *"Zweiter Bildungsweg"* (Second Chance Education) also provide adults with entrance qualifications for *Fachhochschulen* (colleges for higher professional training) and universities. This, however, is often a tortuous path. Persons completing their trade training within the dual system, for instance, and who are in possession of their *Mittlere Reife*, can acquire an entrance qualification for a higher education institute after one year at a senior technical school *(Fachoberschule)*. Over and above this, some of the Bundesländer are already offering qualified working persons the opportunity of studying without Abitur.

Higher education

Higher education takes place at colleges and universities in the Federal Republic of Germany. It provides the basis for vocational activities calling for the application of academic knowledge and methods, or the ability to engage in artistic creativeness.

We must note the following differences:

- *Universities (wissentschaftliche Hochschulen)*, which include integrated universities *(Gesamthochschulen)* and teacher training colleges *(Pädagogische Hochschulen)*. They award degrees (with the exception of the teacher training colleges). As a rule, *universities* provide courses of study in theology, law, economics, social science, medicine, natural science and the humanities. The same applies to technical universities and colleges nowadays. Although originally restricted to technology and some of the natural sciences, it is now possible to read arts and social science disciplines, as well as medicine, at these institutions. Academic courses usually last five years.

- *Integrated universities (Gesamthochschulen)* combine university, teacher training college and *Fachhochschule* under one roof. They offer a system of graduated, interrelated courses and final qualifications. Depending on the type of course, studies last three to five years.

- *Teacher Training Colleges (Pädagogische Hochschulen)* train teachers for various levels. The courses normally last three to four years. They have now been merged with universities.

- *Colleges of Art (Kunsthochschulen)* offer courses in the visual arts, design, music, film and television.

- *Colleges for Higher Professional Training (Fachhochschulen)* provide practice-related, specialized training based on a scientific or artistic foundation. They primarily offer courses in engineering, economics, social welfare, agriculture and design.

The student population came to about 1.7 million in 1991; about 1.3 million of these were registered at universities, 380,000 at Fachhochschulen and 24,000 at art colleges. This means that about 22% of the 19-26 age group are currently studying in the Federal Republic of Germany.

Diversity in the Bundesländer

It is impossible to list all the different educational opportunities. Apart from the main forms mentioned above, there are further educational courses at all levels and which vary from *Land* to *Land*, particularly in the new Bundesländer which are currently in the throes of major development. Special mention must be made of the vocational academies *Berufsakademien* in Baden-Württemberg. Following three years of partly practical, partly academic training, they lead to a professional qualification and diploma of Fachhochschule level. Because of the combined prospects offered by this educational channel, the Berufsakademien are providing a model for other Bundesländer.

The dual system: on-the-job and school vocational training

Historical development

The on-the-job part of the dual system goes back to the medieval craftsmen's guilds. Training in a handicraft at that time took place according to the strict rules set out in the guild statutes and was known as "master apprenticeships" *(Meisterlehre)*.

An apprentice, who had to pay for his training under a master craftsman, not only worked in the latter's workshop: he was also taken into his master's family. His training included both the learning of skills and working conduct, as well as the acquisition and practice of social qualities beyond the basic requirements of his trade. Training was rooted in the principle of demonstrating and copying. There was little or no systematic teaching of theory. As a consequence, the quality of the training depended very much on the master craftsman's attitude, his instructional skill and, ofcourse, his own level of craftsmanship. The apprenticeship was completed in a broad, historically developed spectrum of handicraft professions. This spectrum still exists to a great extent in present-day vocational structure.

The developing of handicraft apprenticeships was greatly influenced by the creation of freedom of trade in Germany at the beginning of the 19th century and, consequently, the nullification of the trade-training monopoly enjoyed hitherto by the handicraft professions. The subsequent decline in training resulted in the restoration of fundamental positions on the part of the handicrafts in both trade and training. The independence of the handicrafts – as opposed to other industrial sectors such as industry and commerce – has also been retained organization-wise.

The Dual System

Inplant and school training

Facts and figures

Number of trainees in 1992:	1.66 million
Number of newly concluded training contracts in 1991:	680,000
Proportion of year group:	86 %
Proportion of female trainees:	43 %
Proportion of foreign young persons:	6.7 %
Number of training firms	500,000
Number of vocational schools:	1,500
Number of interplant training centres:	600
Number of trades:	380
Average monthly earnings 1991:	DM 838
Number of trainee drop-outs annually (50% start on a new trade course):	140,000 [1]
Duration of training:	2 to 3.5 years
Number of final trade examinations:	600,000
Proportion of trained persons among gainfully employed population:	80 %
Net costs of implant vocational training 1991:	DM 26 billion
Cost of vocation schools:	DM 9 billion

1) Figures relate to western Germany: because of the structural change, figures for eastern Germany are highly divergent

Positive experiences

The dawn of industrialization in the latter half of the last century increased the demand for well-trained skilled workers. The positive experience gained by industry with skilled persons trained by the crafts prompted the former to take over the basic structures of the latter. Admittedly, training was adapted to industrial requirements. Because of the marked division of labour in industrial jobs, the comprehensive knowledge and skills of one single trade were not needed, and thus neither learnt not taught. If, however, a skilled worker was to remain versatile and, as a result, to have a broadly based trade qualification in industry, it became necessary to transfer certain parts of the training from place of work to a "training workshop". This led to a more developed systemization of training in industry and to growing professionization, i.e. the creation of the post of full-time instructor for larger groups of apprentices.

At the turn of the century, efforts were made, first in industry and then in the crafts, to regularize training in a given profession by laying down a binding catalogue of skills and knowledge – as well as specific duration of training – to achieve a uniform standard of training. Regional differences and those resulting from the varying size and type of firms were to be restricted. This is the origin of the "training regulations" *(Ausildungsordnungen)* which set out, initially non-committal and then legally binding federal regulations (in 1969), the training objectives and training framework to be adhered to by employers.

Training regulations

The interest by newly growing industries in training comparable to that provided by the handicraft professions resulted in a further important development, apart from the expansion of training volume; newly created industrial sectors and vocational fields adopted the idea of training created new jobs according to qualification-requirements and regularized them in training statutes. In this way, the inplant training system was able to spread throughout the whole of industry and commerce.

Up to the 1920s, however, the vocational training system was still not "dual" because there were no vocational education schools. True, there were night and Sunday schools where apprentices could improve their general education. These schools, however, were not compulsory. It was only with the introduction of compulsory attendance of vocational schools for apprentices that trade training became "dual", was given a further theoretical basis and general education continued. Nowadays, the weekly programme of training is roughly three days inplant instruction and two days vocational school. This is just about the upper limit for the schools.

Despite the basic recognition of the necessity for vocational schools, firms prefer to have the apprentices themselves and lay great store by the educational value of practical trade training.

Reorientation in eastern Germany

The reunification of Germany on 3 October 1990 meant the end of a Socialist planned economy in eastern Germany and the adjustment of the vocational training system there to the dual pattern. This required, to some extent, radical reorientation, particularly on the part of those directly involved in trade training. In the ex-GDR, training took place mainly in the large combines, firms and cooperatives. Small handicraft businesses – which employ over a third of the apprentices in western Germany – were practically non-existent. There were also considerable structural differences in the roughly identical number of trades. Whereas, in eastern Germany, the ratio of industrial trades to handicrafts was 40:4.5%, in western Germany 50% of young workers are trained in industry and commerce, and 35% in the crafts. In the state-controlled, planned economy there was only a minimum of apprenticeship trades in some areas, e.g. in the commercial and service sectors, the judicature and the self-employed professions.

Legal basis and responsibilities

Efforts towards standardization and legal fixation of conditions with regard to inplant vocation training resulted, in the first instance, in the drafting of a parliamentary act *(Reichsgesetz)* in 1919. This took place at the instigation of the trade unions at that time. As a consequence, the bill was stamped with their own ideas. The bill was never enacted as a law, however.

Endeavours to realize statutory regularization were not resumed until the end of World War II. Occupational training in the crafts has been regu-

larized since 1953 when the Crafts Code *(Gesetz zur Ordnung des Handwerks/HWO)* came into force. In the early 1960s, discussion recommenced on a comprehensive vocational training law. This law *(Berufsbildungsgesetz/BBIG)* was finally approved in 1960 by the Grand Coalition, composed of the Christian Democratic Union (CDU), the Christian Social Union (CSU), and the Social Democratic Party (SPD). The Crafts Code was amended accordingly.

Inter alia, the BBIG regularizes the articles of apprenticeship between young persons and the training firm (e.g. terms of contract, certificate, remuneration), i.e. the rights and obligations of both apprentice and employer; questions regarding the pattern of vocational training (e.g. suitability of place of training, instructor, training regulations, examination system, supervision of training) and the organization of vocational training (e.g. the duties of the chambers as the "responsible agency" and their "trade training committees"), as well as research in the field of occupational training.

Improvement in quality

A sweeping amendment to the Vocation Training Law, tabled by the Social-Liberal Coalition, consisting of the Social Democratic Party and the Free Democratic Party, in 1976 was not realized. The main point at issue was the question of financing vocational training. An improvement in the quality of trade training, considered essential by all political parties, seemed only feasible, in the opinion of the Social Democrats and the trade unions by greater state influence being brought to bear on the financial basis of vocational training. What was planned was the replacement of the system of financing by individual firms with a "training levy" *(Ausbildungsumlage)* on all businesses. This levy was then to be used to reimburse the training costs incurred by firms running trade training programmes. As it turned out, however, the bill did not receive the required majority.

At the same time, vocational training policy was confronted by a further challenge: the well-above average size of year groups born in the 1960s were about to embark on their trade training. A rapidly growing demand, reaching well into the 1980s, had to be reckoned with. As a result, the discussions on finance shifted to the supply aspect. The yardstick for an adequate availability of training places was now "demand on the part of young persons" side by side with "requirements on the part of industry and commerce". Social Democrat politicians hoped to create more training places through strong public pressure, in particular, being exerted on employers. The "Coalition of the Centre", consisting of the CDU/CSU and the F.D.P., in office since 1982, on the other hand, banked more on an improved economic climate and a better performance by individual firms through a general cyclical upswing to increase employers' personal responsibility for junior staff. Developments have confirmed this course; on their own bat, firms are now offering sufficient training places beyond requirements to both the high birthrate year groups and young persons in the ex-GDR – who were affected by the collapse of the Socialist economic system.

Federal Institute of Vocational Training

A basic feature of vocational training in Germany is the "principle of the unanimous vote" *(Konsensprinzip)*. Major stipulations concerning structure and content are only undertaken with the concurrence of the Federal Government, the Länder, employers and employees. These groups are all members of the Federal Institute of Vocational Training, thus providing vocational training with a "round table".

Ever since the agreement on German unity was concluded on 3 October 1990, west German vocational training law has been in force in the five new Bundesländer (Brandenburg, Mecklenburg-West Pomerania, Saxony, Saxony-Anhalt and Thuringia) and the eastern part of Berlin. This has opened up the way for the training of all young persons in Germany in accordance with uniform regulations, the establishment of responsible offices with supervisory duties and the setting up of modern inplant and school training facilities. The skilled-worker qualifications acquired in the ex-GDR have, for the most part, been put on a par with those in western Germany. Instructors in firms and vocational schools can also continue to use their qualifications.

Apprenticeship trades – heart of the dual system

Officially recognized skilled trades

The basis of training in the dual system are the "officially recognized apprenticeship trades" *(Ausbildungsberufe)*. Ever since the enactment of the Vocational Training Law, these are training courses regularized by federal ordinances. All officially recognized apprenticeship trades are listed. Young persons under 18 years of age may only be trained in one of these recognized trades.

Firms are not obliged to provide training. If they decide to do so, they must act in accordance with the "training regulations" *(Ausbildungsordnungen)* for the recognized skilled trades. The same applies to older apprentices: if they are trained in a recognized trade, the regulations must be observed. Older persons, however, can be trained for other jobs, too.

There are currently 380 recognized skilled trades requiring specialized training. They prepare the ground, however, for some 25,000 different occupations. In other words training provides different as well as similar activities.

The training regulations only set out the minimum requirements for any given trade. Employers can, of course, in their own interest, go beyond these requirements and, for instance, teach knowledge and skills in the field of new technologies or environment protection before they are made universally binding by introduced generally.

The training regulations regularize

☆ the designation of the trade

☆ the length of training

☆ the job description

☆ the basic training plan and

☆ the examination requirements for intermediate and final examinations.

The *designation of the skilled trade* briefly describes the essential content of the training course, e.g. automobile mechanic, baker, wholesale and export trade salesman, lawyer's assistant, farmer, restaurant specialist, electronic specialist etc. With a few exceptions in the building industry, all trades also bear the female designation, thus indicating that women can be trained in these professions, too.

The *length of training* for the recognized skilled trades lasts 2 to 3.5 years. Because of the growing demands in the working world, there has been a marked trend towards longer training periods in recent years.

The *job description* gives the key words with regard to the type and scope of the qualification which is to be acquired at the end of the training course.

The *basic training plan* provides firms with a guide as to how the training is to be organized practically and time-wise. In other words, it states what is to be learnt in six or twelve months, and in which sequence. On account of the special conditions governing inplant training, firms are not obliged to adopt a specific method of instruction. The training content is formulated in the shape of learning objectives. The manner in which these are achieved depends on the facilities at the firm's disposal.

The *examination requirements* provide basic information on the subject matter in the intermediate and final examinations. They are closely linked with the learning objectives outlined in the basic training plan.

The Federal Law stipulates that apprenticeships must provide broadly-spanned basic training, qualifying skilled training and the necessary vocational experience in an orderly training course.

Requirement level

Although training for a skilled trade does not require special qualifications before embarking on an apprenticeship, it is assumed, as a matter of principle, that would-be trainees are in possession of a main school final certificate *(Hauptschulabschluß)*. Young persons with superior scholastic qualifications and above average learning progress can, on application (to the chamber), have their training period shortened. Young persons who have successfully completed a voca-

tional foundation training year or full-time vocational school can have this time counted towards the length of training for a recognized skilled trade. This can shorten the period by six to twelve months.

Apart from the federalwide pattern of training, the "recognized skilled trade" has further important functions. Anyone successfully completing the training for a recognized skilled job simultaneously acquires social enitlements (e.g. subsidization for further training and retraining), remuneration rights (entitlement to specific wage scales) and insurance rights (e.g. pension because of disability).

Concentration of demand

Despite this large number of skilled trades (380), the fact cannot be overlooked that there has been a marked concentration on just a few trades for some years now. The order of succession has changed only marginally in recent years. In spite of manifold efforts to open up all occupations for men and women alike, there is still a distinct division between typically "male" and "female" trades.

The ten most patronized male trades are: automobile mechanic, electrician, business specialist (wholesale and foreign trade), industrial mechanic (operational engineering), industrial mechanic (machine and system engineering), joiner, bank clerk, business specialist, business specialist in the retail trade, plumber (gas and water connections). Some 37% of all male apprentices are learning one of these trades.

In the case of young women, the concentration on a few trades is even greater. 55% of all female trainees are following courses for one of the following ten occupations, all of them in the business or service sector: hairdresser, business specialist (retail trade), commercial clerk doctor's assistant, business specialist (industrial production and sales), dentist's assistant, saleswoman in the food sector, bank clerk, business specialist (wholesale and foreign trade).

Compared with the men, the proportion of female trainees comes to 43%.

Growing qualification requirements

Just as manufacturing processes and work organization are constantly changing so are qualification requirements which are also subject to constant change at one's place of work. Vocational training hoping to successfully prepare persons for their future occupation must, as a consequence, continually re-adapt to technical and economic developments.

A regularized procedure has been evolved in the Federal Republic of Germany since 1969 for the elaboration of new or the adaptation of existing training regulations. The salient features of this procedure are:

- ☆ Involvement of employers and trade unions
- ☆ Inclusion of training practice
- ☆ Participation of vocational training research
- ☆ Coordination of training regulations for inplant training with the skeleton curricula of the Bundesländer for vocational schools.

If a sector, a professional or trade association feels that certain training regulations are no longer in keeping with the times, a regulation revision procedure is instigated. Legally, the responsible minister for the trade in question is also responsible for the revision, In most cases, it is the economics minister.

In the case of difficult regulation revision procedures, e.g. when certain trades have not been reworked for some considerable time, when several related trades have to be reorganized simultaneously, or when there is insufficient information available on the development of the trades to be revized, or when employers and trade unions are of differing opinions on proposed revision, a research phase is initiated.

The Federal Institute of Vocational Training, whose various committees also include employers, trade union officials and representatives of the Federal Government and the Länder, elaborate the necessary basis in a research project.

Thus far, a total of 246 trades have been reorganized in this manner. The greater majority have also been harmonized with the nationwide standard skeleton curricula for vocational schools in the Bundesländer. Thus some 96% of all apprentices

– about 1.5 million young persons at the present time – are being trained in up-to date trades. In future, apart from the reworking of individual or remaining trades, the amendment of the apprenticeship trades reorganized in the 1970s will become more and more important. This particularly applies to the major business trades. Because of rapid technical and economic further development, a "second modernization wave" is anticipated.

Major reorganization in the last few years has affected:

☆ the industrial and handicraft metal trades

☆ the industrial and handicraft electrical trades

☆ trades in the chemical industry

☆ office jobs

☆ the retail trade.

The trend in the reorganization process is one of reducing the number of skilled trades through a broadening of training combining related occupations and increasing basic vocational training. With the new job of supply and disposal specialist, the first step was taken towards the creation of modern training courses in the environment protection sector.

Training regulations and technological change

The question is often raised in the Federal Republic of Germany as to whether the revision of the trades can keep pace with technological development. Here, the fact must be taken into consideration that there are always firms with highly differing technical facilities in the same sector and same trade. Conventional plant exists side by side with the latest state-of-the art equipment for years on end. Not all technical innovations make the grade. In other words, new technological developments usually only become binding training content for all firms after a standardization phase.

Effects of political changes

The more recent training regulations also include new and complex vocational requirements. Apprentices, for instance, are to be equipped to "plan, carry out and check" their particular work in a responsible manner. In other words, the training is to go beyond the mere acquisition of specific skills and knowledge. Apart from carefully thought-out planning there are such things as consideration of the environmental aspects or the readiness to undergo further training to be able to react flexibly to new occupational requirements. Apart from economic, technical and ecological developments, greater consideration must also be given to the consequences of European cooperation when framing the content of dual training. The basic conditions for freedom of movement in Europe must be improved.

These include "Euro-qualifications" such as mastery of foreign languages as well as an understanding of the living conditions and historical development of European neighbours. Such important elements cannot all be an integral part of normal trade training and must be included in the catalogue of aims in further vocational training. Their importance is being emphasized by a number of European Community promotion programmes, by means of which, for example, exchange measures and practical training periods abroad are being sponsored. At Community level, efforts are being made in general to make trade training qualifications more transparent and to achieve freedom of movement with the EC through mutual recognition of qualifications and job profiles.

The role of the employers and trade unions

Because of the particular constellation of the dual system account must be taken of two further influential factors – in addition to the Federal Government (which enjoys legislative powers in respect of inplant training) and the Bundesländer (which enjoy legislative powers in respect of vocational schools) in the shape of the two sides of industry, i.e. the employers and the trade unions.

The employers

They determine

☆ whether they run training courses

☆ how many young persons they will train

☆ which young persons they will train

☆ for which trades they will provide training.

They conclude contracts with the trainees, carry out instructional courses on their own responsibility in line with statutory requirements, and bear the bulk of the costs. They are also legally obliged to offer training places on equal terms to both male and female applicants alike.

The trade unions

On the strength of several statutory regulations, such as the Vocational Training Law and the Law on the Constitution of Enterprises, the trade unions have acquired participation rights in the planning and implementation of vocational training. They enjoy equal representation on the "vocational training committees" of the chambers. At Bundesland level, they also enjoy equal representation on the "Land Committees for Vocational Training", together with representatives of the employers and the public purse. These committees advise the Land governments on vocational training matters. At federal level the trade unions enjoy equal representation on the "main committee" of the Federal Institute of Vocational Training.

This position enjoyed by the trade unions results not least from the fact that they regard the representation of employees' interests as a fundamental responsibility in vocational training and its improvement. Despite all criticism, they stand by the "dual system" of training.

The Federal Institute of Vocational Training (BIBB)

The Federal Institute of Vocational Training (BIBB) constitutes a valuable instrument of cooperation between employers, trade unions, the Federal Government and Bundesländer at federal level. In accordance with the Vocational Training promotion Law, the BIBB has the following commitments:

☆ advising the Federal Government on vocational training matters

☆ carrying out vocational training research within the framework of a specified research programme

☆ the drawing up and publication of a catalogue of officially recognized trades

☆ examination and approval of correspondence courses, and the promotion of these courses through research and advice

☆ in accordance with Federal Government instructions

- to participate in the drawing up of training regulations and other ordinances
- in the preparation of the Vocational Training Report
- in the preparation of federal training statistics
- in the promotion of pilot schemes

☆ in accordance with general Federal Government administrative regulations

- support in the planning, setting up and further development of interplant vocational training centres.

In view of the setting up of the European domestic market and the radical changes from a planned to a market economy in Eastern and Central Europe – in which vocational training plays a crucial part – the support of the Federal Institute is in demand in many respects: it carries out research projects, prepares teaching and learning materials, assists the qualification of training personnel and provides advice on the setting up of modern training centres. The increasing involvement of the Federal Institute of Vocational Training in the carrying out of government programmes is also embodied in the law.

Legal basis and history

The Federal Institute of Vocational Training was founded in 1970 as a purely research establishment on the basis of the Vocational Training Law. In 1976 its responsibilities were expanded to include development, promotion and consultation. Its present legal basis is the Vocational Training Promotion Law. The Institute is located in both Berlin and Bonn, employing a staff of 440

in both cities. It is financed to the tune of some Dm 40 million annually with funds from the Federal Ministry of Education and Science's budget. Within the framework of its supervision of pilot schemes, the promotion of interplant training centres and the carrying out of international government programmes, the BIBB also administers considerable funds from the Federal Ministry of Education and Science and the European Community.

The main committee is an autonomous organ of the Federal Institute. Its members include representatives of the top employers' and trade union organizations, the Länder and the Federal Government.

The role and duties of the chambers

The chambers, which are the "responsible agencies" for vocational training, play an important part in the carrying out and monitoring of instructional trade courses. True, the chambers are, in point of fact, autonomous organizations of regional industry and commerce – which all firms must belong to. Thus, they represent the interests of the economy even though they are at the same time. also public institutions, subject to the lawful supervision of the responsible Land authorities. The most important chambers are the Chambers of Industry and Commerce and the Chambers of Handicraft. There are also further chambers for other professional categories. They have set up "vocational training committees" for their responsibilities in the field of trade training. Representatives of the employers, trade unions and vocational school teachers are equally represented on these committees.

The vocational training committee decides on the statutory regulations to be issued by the responsible office and must be given a hearing and informed on all major matters relating to vocational training.

The main commitments of the responsible agencies include, amomg others, the following sectors:

- ☆ Examination of the suitability of firms as training centres and the suitability of the instructors.
- ☆ Organization of intermediate and final examination.
- ☆ Issuing training regulations, e.g. for the training of disabled persons and for further training
- ☆ Acting as one of the major responsible bodies and organizers in the field of vocational training.

Training firms – varying volumes

The main location of vocational training within the dual system is the employing firm in the Federal Republic of Germany. A firm intending to provide trade training must fulfil certain requirements:

- ☆ It may only train persons under 18 years of age for the 380 officially recognized apprenticed trades.
- ☆ It must have suitable instructors.
- ☆ It must draw up a training plan conforming with the requirements of the training regulations.
- ☆ It must be recognized by the "responsible agency" (chamber) as a training firm.

Something like half a million firms provide trade training courses in Germany. They exist in all branches of the economy, i.e. in the industrial, commercial and service sectors, in agriculture, the civil service, the liberal professions (doctors lawyers, chemists etc), and in household management, to name but a few of the more important ones. But not all firms provide trade training. The largest number of training firms are to be found in the handicrafts sector where more than 50% take on apprentices. The intensity of training in the crafts is also high, i.e. 14 trainees per 100 employed persons.

The second largest number are to be found in industry and commerce. Here the ratio is 7 trainees to 100 employed persons. It can be assumed that all major companies in the Federal Republic of Germany run training programmes – even if they vary greatly in intensity and volume.

There are also marked differences of trade training volume firm-wise. 60% of all apprentices, for instance, receive their occupational instruction in relatively small firms with fewer than 50 employees. A further 24% are trained by businesses with a staffing strength of between 50 and 500, 5% with a work force of between 500 and

1,000, and only 1% in major industrial companies.

Suitability of instructors – an important criterion

One of the important criteria for a firm's qualification to provide trade training programme is the availability of suitable instructors. The master craftsman's examination in the crafts has long required instructional ability in addition to purely technical skills. Accordingly, all master craftsmen are entitled to train apprentices. Instructors in industry and commerce (and other sectors of the economy) were by no means expected to offer such qualifications as a matter of course. Since the 1972 Instructor Suitability Order, qualification requirements have been extended to more and more economic sectors. Since that time, instructors have been required to sit an examination to provide proof of their aptitude to train apprentices. This examination includes:

- ☆ basic questions regarding vocational training,
- ☆ the planning and execution of training programmes for young persons, and
- ☆ the legal aspects of vocational training.

Instructors are also expected to have personal and vocational experience. Consequently, they must be at least 24 years of age.

There are an estimated 700,000 full time and part-time instructors. The legal fixation of their qualifications in the Instructor Suitability Order has made vocational instructors increasingly aware of their personal status.

Interplant training

The training offered by a firm must comply with all training regulations, i.e. it must be comprehensive. During the last few years, however, technicalization and specialization have overtaken medium-sized and smaller firms. This has resulted in a situation where an increasing number of these firms are no longer in a position to provide a comprehensive vocational qualification in accordance with existing training regulations and the latest state of the art.

Whereas major companies and certain branches solved this problem at an earlier stage by setting up and extending their own workshops – where now the bulk of trainees' trade training is provided in addition to the training they receive at their place of work – the financial and organizational potential of small firms does not extend to the setting up of such workshops. In order to help remedy this situation, the concept of interplant *(überbetrieblich)* training was evolved. In essence, this means that a number of small firms send their apprentices, learning various trades to training courses at a central training centre, usually run by the chamber or guild.

It should be pointed out that interplant training is viewed as complementary to inplant instruction, and not as an independent training facility or point of departure for "schoolifying" vocational training. The length of such interplant training depends on both the specific requirements of the various skilled trades and personnel and material capacities – quite apart from the financial framework conditions. This can be laid down by training regulations or at individual training firm level.

Since the high level of investment costs for such training centres cannot be borne by the firms and chambers (or guilds) alone, the Federal Government and the Länder make considerable sums available from the public purse for investment and modernization purposes.

Beyond their original function of

- ☆ adaptation of training to technical progress,
- ☆ systemization and intensification of inplant training
- ☆ supplementation and broadening of inplant training into vocational training

interplant centres are developing into occupational further training centres and places for diverse other training measures. They enjoy additional importance in respect of their introduction of new technologies in small and medium-sized businesses.

The interlinked system

Apart from supplementing inplant training by means of interplant instruction courses, the essential breadth of training is being achieved by an "interlinked training system". The latter implies the

cooperation of various firms in an overall training programme. Such firms agree as to which parts of the training course can be taken on by the various members of the association. The final result is comprehensive training for a skilled trade. Diverse forms of such cooperative systems are possible. The salient feature of interlinked systems of this nature is that hardly any additional costs are incurred or investments necessary. It is expected that greater use will be made of these cooperative systems in the face of new technologies and their inclusion in trade training. Within the framework of the restructuring of the vocational training system in the new Bundesländer, the interlinked training system will play a major role as partnership between experienced training firms in western Germany and new enterprises in eastern Germany.

The training contract

The "training agreement – *Ausbildungsvertrag* – between employer and apprentice constitutes the legal basis for an instructional trade course.

By law, the contract must contain the following details:

1. Manner, organization, technically and timewise, and objective of the vocational training course
2. Commencement and duration of training
3. Payment and remuneration level.

The training firm is free to decide whether or not it takes a young person onto the pay-roll on successful completion of trade training. In like manner, young persons cannot be compelled to stay with the training firm beyond the time stipulated in the training contract.

With this contract, an apprentice accepts the obligation to actively participate in his own training and to strive to acquire the skills and knowledge required to achieve the final training objective. The trainee s obligations include the following of instructions given him by the instructor during the course of his or her training.

The training commitments of the employing firm are extensive. It must ensure, for instance, that the required knowledge and skills are taught, that the training is carried out according to the schedule, that the proposed training objective can be achieved within the prescribed period and that trainees are given time off to attend vocational school. Apprentices may not be called upon to preform tasks outside their training programme. Employers are also expected to assist in the formation of character and to provide protection against moral and physical hasards.

Training remuneration

All trainees are entitled to commensurate remuneration on the part of the training firm. This is based on the age of the trainee, the year of training and the skilled trade in question. The remuneration levels are agreed on in most branches of industry and commerce between management and labour.

Inplant training not only incurs costs: the work performed by an apprentice is also productive to a certain extent. Remuneration also represents payment for this productive activity. It is also meant as an appropriate contribution to the apprentice's livelihood. In 1991, the average monthly remuneration was as follows for the specified trades (for both female and male trainees alike):

– Mason	Dm	1322
– Bank clerk	Dm	1011
– Business specialist in retail trade	Dm	905
– Cook	Dm	839
– Doctor's assistant	Dm	763
– Painter and lacquerer	Dm	740
– Baker	Dm	702
– Electrician	Dm	699
– Automobile mechanic	Dm	683
– Hairdresser	Dm	506

Training remuneration amounts to a monthly average of about Dm 838 for all trades and year of training. This represents about 20 to 40% of a skilled worker's starting pay.

In the new Bundesländer, remuneration has still not reached the level of that paid in western Ger-

many. In the chemical industry, for instance, which is undergoing radical structural change, training remuneration is only about 39% of the western level as compared with the roofing trade where remuneration amounts to 75% of what is paid elsewhere in Germany.

The financing of vocational training

The costs of inplant training comprise several factors:

☆ trainee costs e.g.

- training remuneration
- social insurance benefits
- materials and work clothes

☆ training personnel costs

☆ material costs.

A projection of the net costs of vocational training, based on a cost survey by the BIBB, produces the following figures for 1991:

- Dm 26 billion for inplant training
- Dm 9 billion from the public purse (mostly Länder) for part-time vocational school.
- Dm 2 billion from the Federal Employment Office for individual promotion in vocational training.

The amount of money spent by firms on vocational training has risen quite considerably in recent years. One of the main reasons is the substantial increase in the number of apprentices. But there are also other reasons:

☆ more and better trained instructors, plus longer workshop periods

☆ in a number of trades, the former "apprentice's monetary assistance" has grown into respectable training remuneration

☆ increased expenditure on supplementary training e.g. in interplant training centres

☆ growing contributions for various promotion programmes, particularly in favour of slow-learning young persons.

Apart from the financing of vocational training by individual firms, there are also various interplant financial arrangements on the basis of collective agreements. Here, we are referring to the levies to be paid by employers. These levies are paid into funds which are used to cover certain vocational training expenses, mainly in such sectors where individual firms are unable to finance the large share in interplant training on their own. All firms within a specific tariff area are called on to pay a levy, irrespective of whether they run training courses or not. In this way, the levies help to share the load between training and non-training firms.

Training places: supply and demand

For decades, there was no questioning the fact that the number of training places, i.e. apprenticeships, in toto, and in the individual trades, were based on the firms' personal estimate of their own requirements in the way of young skilled workers. This, of course, resulted in marked overlappings, depending on the economic situation and estimated developments. In "good times", a high availability of training places could be reckoned on; in "bad times", on the other hand, it could become quite low. The extent to which training was provided, what is more, depended on training policy exigencies.

In the planned economy of the ex-GDR, an attempt was made to solve this problem by the state laying down the economy's requirement. In this way, education and training paths were controlled in such a manner that every school leaver was guaranteed a training place.

Since 1976, in western Germany and, following unification, since 1990 in eastern Germany, the "demand on the part of young persons" has become the yardstick for adequate "availability of places". The basic concept of "training for all" is not questioned by any noteworthy political constellation in the Federal Republic of Germany.

By means of the annual Vocational Training Report *(Berufsbildungsbericht)* by the Federal Ministry of Education and Science, a "training balance sheet" is drawn up. It is based on data supplied by the job centres *(Arbeitsämter)* where most of the vacant training places in firms and where most young persons who apply for such places are registered. The cut-off date is 30 September each year. Additional data for this annual "training balance sheet" is supplied by the chambers (where all new training contracts have to be registered).

Following the presentation of this "balance sheet", however, there are considerable discussions throughout the whole year as to whether all young persons were able to obtain a training place or not. The main bone of contention is the order of magnitude of demand. The Federal Government draws attention to "registered" demand which can be the only yardstick. The Opposition, on the other hand, underscores the problem of training place availability in various regions and branches, pointing out that many young persons cannot obtain the apprenticeship of their choice and have, consequently, to turn to other trades. The Federal Government and the employers highlight the level of overall availability as the hallmark of its success, emphasizing the fact that training place applicants must develop regional mobility and adapt their occupational wishes to training place availability. The Opposition and the trade unions reckon that demand is much greater than shown in the figures supplied by the employment administration. They fear that many young persons, because, say, of a poor school certificate or set-backs in the quest for a training place, become disheartened or do not apply at all.

The massive increase in the number of training places in the last 10 years, particularly the provision of all young persons in the new Bundesländer with a training place – despite considerable economic, structural problems – represents a remarkable and totally unexpected (by many) achievement on the part of industrial training capacity. Conversely, regional problems – lack of availability in structurally weak areas – sectoral discrepancies – career wishes and training availability do not coincide in many cases – cannot be denied. Because of the restructuring processes in the economy in eastern Germany, viewed mid-term, it is still not possible to provide all young persons with an inplant training place. This is why off-the-job and school training possibilities are being increasingly fallen back on.

Many young persons on leaving school do not find a training place directly and, as a result, turn to preparatory measures and full-time school training programmes. Those most acutely affected by training place problems are girls, young foreigners and youngsters with learning problems. There are diverse pilot training projects for them which are financed for the most part by the Federal Government and the Länder.

The vocational training school

In the dual system of vocational training the trainee spends three to four days a week on the job and one to two days at vocational school. In order to increase the systematic and theoretical part of basic training efforts are afoot to make two days a week at vocational school general practice.

In many cases, the time spent at vocational school is lumped together into one or more blocks. The latter are intended to provide larger, interrelated learning units at vocational school and training firm, thus improving the opportunity to learn. The value of this training pattern, however, is something of a controversial issue. Prolonged absence from on-the-job training can result in apprentices forgetting what they have learnt and vice-versa if they stay away from school too long. In many cases, firms do not greet the fact that their apprentices spend too much time away from their place of training.

The part-time vocational schools in the Federal Republic of Germany have the task, in the main, of teaching the more abstract, theoretical aspects and correlations. By means of demonstration and instruction, they complement and extend practical inplant training provided by firms and continue trainees' general education (in subjects such as German, mathematics, religion, social studies etc). There is an increasing demand to teach foreign languages in vocational schools, too.

Depending on the number of young persons in a vocational school district following the same trade course and in the same training year, classes known as *Fachklassen*, i.e. classes for related trades, are set up. If, of course, this is not possible, classes are made up of related and unrelated trades. For the minor occupations there are Land (state) – or even national – classes. In such cases, trainees can often go to boarding establishments where they receive instruction in their common trade in blocks. In school districts with large industrial concerns, the former often set up special classes for the firms' own trainees – provided the numbers justify this in a particular trade.

Skeleton curricula

Coordination between school and firm is one of the major problems in the dual training system. On the one hand, coordination results from the development of new training statutes. In such cases, parallelism is sought between the training regulations for firms and the skeleton curricula for vocational schools. Close contact between instructors in firms and teachers at vocational schools is also necessary to achieve coordination in isolated trade training cases. At chamber level, there are often joint working groups of instructors and teachers – as well as other coordinating instruments. Such coordination becomes problematic, however, if a vocational school class consists of trainees from many different types of firm.

Vocational school curricula are set out in accordance with the educational statutes of the Länder.

The Vocational Foundation Training Year

Discussions have been going on since the 1960s about the possible improvement of the quality of training through a broader foundation. One of the fruits of these deliberations is the Vocational Foundation Training Year (German abb: *BGJ/Berufsgrundbildungsjahr)*. This is based on the idea that training for a particular (skilled) trade should have a broad foundation of knowledge and skills embracing several or more trades. This is linked with the proposed objective that such knowledge and skills acquired in basic training should be variably utilizable or applicable, as the case may be.

"Vocational fields", in which fundamental training was to take place for the trades allocated to them, was created as a basis for the BGJ:

- ☆ Economics and Administration
- ☆ Metalwork
- ☆ Electrical Engineering
- ☆ Building
- ☆ Woodwork
- ☆ Textiles and Clothing
- ☆ Chemistry, Physics and Biology
- ☆ Printing
- ☆ Painting and Interior Design
- ☆ Hygiene
- ☆ Health
- ☆ Food and Household Management

A large number of apprenticed trades were allocated to these vocational fields. Thus, the BGJ is basically possible for all these trades.

The BGJ exists in two different forms: school and cooperative.

The school form of the BGJ

In the case of the school form of the BGJ, both the theoretical and practical sections of training take place in vocational school in the first year of training Unlike apprentices in the dual system, the young persons have pupil status.

The school form aims at a continuation of vocational (skilled trade) training in the dual system. Even so, a young person, who has successfully completed the BGJ, can only reckon on being credited with a year – in some trades only six months – towards the whole period of training. To this end, however, the apprenticed trade must belong to a vocational field already learnt. Those successfully completing this course can also catch up on a missed main school certificate *(Hauptschulabschluß)*.

The cooperative form of the BGJ

The Cooperative Vocational Foundation Training Year is based on the principle of duality of training places, typical of the traditional form of vocation instruction. Even so, it accords the school training section (comparatively speaking) the greater part of the training course. The training is usually divided up into two days weekly instruction at voca-

tional school and three days on-the-job training. It can, however, take place in alternative blocks between vocational school and training firm.

The full-time vocational training school

Full-time vocational schools *(Berufsfachschulen)* prepare persons for a subsequent job or provide vocational training whilst simultaneously furthering general education. Depending on the proposed training objective, the entrance qualification to these schools is a final main school or intermediate school certificate *(Hauptschul-* or *Realschulabschluß)*. Depending on the skilled trade and aim, the training course at a full-time vocational school lasts from one to three years. We name here three of the many such training courses: commercial school *Berufsfachschule* for child care and *Berufsfachschule* for technical assistants. Courses at full-time vocational schools always conclude with a final examination.

Since, however, the final certificates acquired at a *Berufsfachschule* are not accepted in most cases as a full qualification for blue or white-collar workers *(Facharbeiter* or *Fachangestellte)* on the employment market, a considerable number of young persons go on to complete a trade training course within the dual system. Here, school attendance counts towards the period of training. The number of females attending *Berufsfachschulen* is particularly conspicuous.

From school to career

Careers information and advice in schools

At main schools (but not intermediate or grammar schools), preparation for the choice of eventual job is given in the pupils last two years in the shape of a subject known as *Arbeitslehre*. Its main aims are:

- ☆ to help pupils to appreciate and acquaint themselves with the world of work,
- ☆ to provide young persons with a guide to the various vocational fields,
- ☆ to help young persons to develop a mature attitude towards their choice of career, i.e. to put them in a position where they can identify and develop their own particular skills and interests.

Choice of career – the role of job centres

On the strength of numerous pamphlets from the Federal Employment Office, young persons have the opportunity to obtain details about various jobs and choose their career. They can also test their personal suitability for a specific career at their local job centres and receive individual advice. Most large cities now boast Careers Information Centres which provide both printed and audio-visual, informative material. Despite these various possibilities, the final choice of career by young persons is still fraught with considerable problems. After all, such a decision is of vital importance:

- ☆ The recommendations by parents, friends and acquaintances often play a more important role than careers advice.
- ☆ The huge number of trades – who can be expected to know all 380? -- makes a well-founded decision difficult.
- ☆ There is quite possibly no training place available locally in the desired skilled trade – or their is no vacancy.
- ☆ Young persons often assess their personal ability and chances unrealistically.
- ☆ In many cases, the expectations on the part of training firms in respect of the aptitude and previous school education of young persons and the actual level of achievement do not coincide.

Despite these difficulties, the declining demand on the part of young persons and the high availability of training places is leading to a situation where all the job centres have been able to place young persons or at least recommend them a place. The difficulty of even finding enough

young new blood is beginning to emerge in many an industrial and commercial sector.

The search for training places

Many firms, particularly large companies, select their trainees according to a special procedure. They have precise ideas on the desired school education and achievement level. In many cases, aptitude tests are held. Final school certificates also play an important role. Apart from this formal procedure, personal impressions and personal contact to firms are of equal importance. In many of the large companies, for instance, preference is given to the children of the firm's employees.

Because of the differing economic conditions in the various Bundesländer, a number of young persons are confronted with regional problems. In many an area there is a surplus of training places, in others (with a poorer economic structure) a lack of availability. In Germany's new Bundesländer, the restructuring of the school and vocational training systems and the collapse of individual major economic sectors will result in considerable imponderabilities for some years to come. As the wishes of young persons do not always coincide with what is offered by employers, too limited an availability also restricts young persons' free choice of career. This can lead to a situation where a young person has to make several applications for a training place or try his luck in another region.

Report book

For most of the skilled trade training courses apprentices are expected to complete a "report book" *(Berichtsheft)*. As a rule they are expected to fill in briefly details of instructions and work carried out in the training firm and the instructional subjects dealt with at vocational school. In this way the report provides a sort of check for both sides, i.e. apprentice and training firm, on training progress.

Examinations

At least one intermediate examination must take place during training. This provides information on the young person's progress and can show up deficiencies and gaps.

The final examination establishes whether the trainee has acquired the skills and practical and theoretical knowledge required by the regulations and whether the instruction he has received at vocational school has provided him with the basic learning material for his trade training. The examination consists of a theoretical, a practical and,where prescribed by the regulations, an oral and a written section. Both the interim and final exams are organized and conducted by "examination committees" (chambers). The examination committees are made up of persons delegated by the employers and employees (in equal number), and at least one vocational school teacher. If a trainee fails his examination, he may take it twice more.

If the trainee passes the examination, he has achieved the objective of his or her training course: he or she becomes a *Geselle*, i.e. a journeyman/journeywoman (in the handicrafts), or a *Facharbeiter*, i.e. skilled blue-collar worker, or *Fachangestellter* i.e. skilled white-collar worker. Depending on the apprenticeship trade, 85 to 95% of trainees pass their examination.

Differentiated assistance in vocational training

The number of young persons preferring to embark on studies rather than on a vocational training course is growing. Consequently, all those involved are trying to enhance the attractiveness of vocational training vis-à-vis studies. These efforts include:

☆ offering attractive programmes during training and improved opportunities of vocational further development without studies for able zoung persons,

☆ providing optimum individual assistance programmes for young persons who either make

no effort to seek an apprenticeship or who do not seem likely to make the grade.

Able young persons

The more options it offers, the more able young persons and their parents will consider dual training. Consequently, in the case of such young persons, concepts must be elaborated which go beyond the usual minimum requirements. Such concepts are basically aimed at the deepening and broadening of content and at additional material which is not normally part of the "standard repertoire" – in supplementary qualifying courses.

In collaboration with the chambers and other agencies responsible for vocational training several thousand young persons are selected yearly to take part in the programme for the promotion of talented persons in vocational training. The achievements attained in previous vocational training are rewarded with the award of scholarships for a variety of purposes.

The less able

Despite manifold measures and programmes for the promotion of disadvantaged young persons, and a favourable availability of training places for those seeking them, there are a large number of young persons who have not successfully completed an apprenticeship. Research puts their number at 10 to 14% of an age group. It is for this reason that efforts are being made by means of supporting measures to put persons with learning problems or those who are socially underprivileged in a position to formally compiete a course of trade training and obtain permanent employment.

Problem groups

Vocational preparation year

One of the most extensive measures designed to improve the basic starting conditions of young persons vis-à-vis their occupational training is what is known as the Vocational Preparation Year *(Berufsvorbereitungsjahr/BVG)*. This usually takes place in a vocational school for the duration of one year.

In the first six months, young persons are briefly familiarized with various vocational fields such as metal, electricity and wood. In the second half of the year, the young persons concentrate on a vocational sector in which they intend to take a training course or seek a job. Whilst enjoying this highly practice-oriented instruction, the young persons are also given the opportunity of making good deficits in the basic subjects of reading, writing and arithmetic. The BVJ does not encroach on other trade training: on the contrary, it is of a preparatory nature and improves the basic requirements for a successful apprenticeship.

Wherever there are bottle-necks on the employment market, young persons follow up their BVJ with a full course of school training, e.g. a Vocational Foundation Training Year or a course at a *Berufsfachschule* (see above) – to the exclusion of on-the job training, i.e. *betriebliche Ausbildung*. Only a small percentage enter gainful employment.

The basic training courses run by the Federal Employment Office are similar in objective. They are financed by the job centres, organized by independent providing bodies and carried out in workshops. Because of the varying deficits on the part of the young persons, a wide variety of training courses are offered. The problems of transition to the dual trade system are similar to those of the BCJ.

The programme for disadavantaged persons

Despite intensive efforts, many young persons, particularly those without a final main school certificate, ex-special school pupils and foreigners do not find sufficient training places, especially in structurally weak areas. Consequently, in the 1980s, the Federal Ministry of Education and Science devised a special programme to help this particular group of persons. Training places are provided at interplant instructional centres instead of in firms. At the same time, the young trainees also attend vocational school.

Training at interplant centres is intended to last only as long as there is no place available in the firm. The latter then continues the training. It concludes with the usual examination conducted by the chamber. Diverse, similar programmes are run by the Bundesländer and local authorities. These specific forms of training are designed to

- ☆ make demands based on performance
- ☆ correspond to the learning habits of young persons with limited performance
- ☆ be open to further continuation training segments and final trade qualifications
- ☆ enhance employment prospects.

Vocational training for the handicapped

Basically, the same principle applies to handicapped persons. Wherever possible, they are to receive normal training in recognized skilled trades. In addition, the handicap or disablement in question can be taken into consideration in the final examination.

In accordance with the Vocational Training Law *(Berufsbildungsgesetz)*, special training courses are possible for persons who are severely handicapped – physically, mentally or psychically. Within the framework of such courses, various groups undergo training in firms whilst other young persons are trained at *Berufsbildungswerke* (special facilities financed by job centres). At the latter, young persons are given special assistance by training being adapted to their particular handicap and concomitant care being provided by doctors, psychologists, special education experts and other persons skilled in rehabilitation, to help them complete their course successfully. Statistics show that 90% of the persons assisted in this way are able to work in their new trade thereafter.

The teaching of training content takes place by means of special teaching and learning methods which have been adapted to the requirements of the various handicapped groups. Within the framework of existing regulations, the manner and degree of the particular are disablement are taken into account in training and for examination purposes.

Vocational training of young foreigners

Foreign youngsters constitute a particular problem as far as vocational training is concerned in the Federal Republic of Germany. There are more than 5 million aliens living in Germany at the present time. About half come from Turkey. Although some 300,000 young foreigners between the ages of 15 and 18 are obliged by law to attend vocational school, only about one-third of them undergo trade training. True, the percentage has grown in recent years, but is still too small. By way of a comparison, 70% of young German persons of the same age group follow a training course. The situation is particularly bad as far as young foreign women are concerned.

The main reason for this – as ever – is the lack or inadequate knowledge of the German language. This, in turn, stems from the fact that only a very small number of foreign youngsters in the Federal Republic of Germany have attended school full-time or at least partially. As a result, of course, they do not have a final school certificate.

Most of the young foreigners undergoing normal trade training today have, for the most part, been to a German school for a number of years. They speak good German, have a good final certificate in most cases and are offered the same vocational opportunities as comparable young Germans of the same age.

The Federal Government, Bundesländer and local authorities, the top organizations of industry and commerce, the trade unions and the Churches are making diverse efforts to improve the training situation of young aliens. The promotion programmes decided on by the Federal Government focuses on the improvement of educational opportunities. These programmes embrace the preschool, school and vocational training sectors as well as advice and information. Many foreign parents and young persons are still not aware of the importance of a successfully completed course of trade training, particularly in a country like Germany which lays great store by formal certificates, nor are they in the picture regarding the manifold educational/training opportunities available.

Efforts are being currently focused on measures aimed at vocational training, the teaching of German, the overcoming of deficits in general education and vocational school instruction – and assistance concomitant with training.

Opportunities for foreign children in the Federal Republic of Germany are thought to be very favourable long-term. In view of the drop in the number of German applicants for training places, the readiness on the part of employers to train young foreigners to cover skilled-worker requirements is growing. Motivation on the part of young persons is also steadily increasing.

The promotion of women in vocational training

The increased involvement of women in vocational training for former "men's jobs" has not been able to effect any major change in the sex-related, different choice of career. This has a disadvantageous result: young women are strongly oriented towards jobs which can only be learnt in vocational school. For the most part, these do not have the "market value" of the trades preferred by males. This restricts later opportunities of employment and advancement. The favourite school-trained careers are household management, business specialist, medical care and social work.

A third of all female trainees choose a career as hairdresser, businesswoman in the retail trade, commercial clerk, doctor's assistant or business specialist in industrial production and sales. By way of a comparison, less than a quarter of young men concentrate on the five trades most favoured by them.

It is for this reason that efforts have been made for years to open up the trade/technical trades to a much greater degree for women. The problems in this context are to be found on both sides, i.e. employers and young females :

☆ Firms are hesitant about making vocational training places available to women which have so far been an exclusively a male preserve, fearing that women will not be equal to the tasks, and are, to some extent, unsure about the effect this training will have on the working climate. Employment at a later date is also not without its problems. There are protective laws regarding the employment of women. Moreover, many young women leave working life, if only temporarily, when they want to start a family. This confronts many a firm with the question as to whether trade training for women is worthwhile.

☆ Most young females are unfamiliar with industrial and technical jobs. Environment and school do little to encourage their interest in things technical. Often family and acquaintances adopt a negative attitude to "untypical" choices of career. The conventional ideas on the roles of men and women oppose such careers.

Admittedly, a number of pilot schemes by the Federal Government and the Länder, in which particular effort is being made to involve women to a much greater extent in metal and electrical trades, have resulted in a perceptible improvement in various attractive, technically-oriented occupational training courses. Nevertheless, if one compares the increase of the number of women in "male" occupations from 2% in 1977 to 9.1% in 1990, it is obvious that there is still much to be done in this sector. The European Community also regards the promotion of occupational training for young women as a priority measure.

Vocational further training – an overview

Further education means the continuation or resumption of organized learning on conclusion of the initial training phase or after embarking on a career. It embraces vocational further training and vocational retraining. Further training is designed to maintain and extend knowledge and skills. Retraining is designed to facilitate the transfer to another occupation. So far, state-financed vocational further training has been chiefly concentrated on interplant programme. Unlike initial trade training, there are relatively few statutory further training regulations. In fact, viewed overall, there are fewer stipulations in the statutory organization of vocational further training since it is felt that such training must enjoy flexibility rather than be subjected to formal regulations.

Vocational further training agencies

Vocational further training programmes are offered by a variety of agencies and institutions. Those mainly responsible for about half of these programmes are firms. They are followed by the adult education institutions *(Volkshochschulen)* which continue to be the provider of publicly sponsored further training for various groups of persons. In addition, a wide range of programmes is offered by the professional associations, the chambers, the trade unions, the Churches and many other institutions. In view of the rapidly changing requirements at one's place of work, further training motivation on the part of employees is decidedly high. This is particularly true of the new Bundesländer where, because of the radical) structural changes taking place, there is particularly great demand for supplementary qualifications or retraining.

The legal basis of vocational further training

The Federal Government and the Bundesländer enjoy legislative powers for certain areas of further training. The Federal Government is legally responsible for out-of-school vocational further training whilst the powers of the Länder relate, first and foremost, to vocational further training in schools, non-vocational further training, higher education institutions and academies.

The responsibility of the Federal Government refers to vocational further training outside schools. Such training is organized and carried out by the carriers mentioned above. The main legal basis for the regulation of vocational further training is provided by the Vocational Training Law, and the Employment Promotion Act for the financing of further training.

The Vocational Training Law contains two types of regulations for vocational further training:

- ☆ the *Kammerregelungen*, i.e. chamber regulations. Here, the responsible offices (chambers) can lay down content, aim, requirements, procedure and admission conditions for further training examinations in line with regional demand.
- ☆ the standard regulations federalwide. They embrace content, aim, examination regulations and designation of final certificate.

The most important federalwide regulations for further training concern those affecting industrial and handicraft master craftsmen *(Industrie* and *Handwerksmeister)*. Whereas the regulations for handicraft master craftsmen boast of a long tradition, those of their industrial counterparts are relatively new. They cover a total of 20 skilled areas and thus the major part of industry.

Today the *Kammerregelungen* in the vocational further training sector embrace 200 different apprenticeship trades, especially in the Chambers of Industry and Commerce sector. Here, in 1991, over 70,000 further training examinations were held on the basis of the chambers' regulations or federal further training regulations. About two-thirds of these were in the commercial sector.

The most important federal statutory basis for the financial promotion of vocational further training is the Employment Promotion Act (AFG). It makes a distinction between individual and institutional assistance. Under certain conditions, the AFG acknowledges the legal entitlement to financial assistance. In addition, certain costs in connection with the training measure are reimbursed.

In 1991, 700,000 persons took part in vocational further training, retraining and job-familiarization with AFG financial assistance. The aims and importance of vocational further training with AFG financial assistance have changed quite markedly in recent years. During the years of economic growth and shortage of labour in the 1970s, vocational further training served the purpose of promoting employees' mobility, powers of adaption and individual professional promotion. With the growth of unemployment in the 1980s, these aims gave way to efforts to reduce unemployment and to promote the reintegration of jobless persons. At the moment, the vocational integration of ethnic German immigrants and assistance for persons without a trade qualification enjoy pride of place, whilst in eastern Germany the acquisition of qualifications, e.g. in the commercial sector, are in great demand – qualifications which played a subordinate role in a state-controlled economy.

Further development of vocational training

Further development of the dual system of occupational training is influenced by many factors, e.g. manpower requirements and demographic developments, the qualifications demanded at one's place of work, the European unification process, the attractiveness of a skilled-worker career and the opportunities of advancement in line with performance.

Requirements in skilled jobs

According to the experts, the marked shift of economic and employment structures towards the service industry – accompanied by a decline in the employment level in those sectors closely linked with production – will persist and further accelerate in the conditions resulting from the European domestic market. Even so, it is anticipated that more than 60% of all gainfully-employed persons will be working in production-oriented areas in the widest sense and in the primary service sector. The call for ever better qualifications will oust semi-skilled and unskilled workers from these "classical" skilled-worker employment areas more and more.

Influenced by new technologies, ecological demands and the internationalization of economic activity, the simpler jobs in stock-rooms, despatch department and offices – as well as traditional manual work – are in less demand. Modern workplaces are characterized by information and communication technology, increasing consultation, team-work and a large degree of personal responsibility.

With the advent of the open-frontier domestic market at the beginning of 1993 and the resultant, universal freedom of movement, knowledge of foreign languages will increase in importance. According to the latest surveys, 78% of all firms are already demanding a knowledge of English from their employees. The fact that only 2.5% of vocational school pupils are taught foreign languages shows that something needs to be done – which, albeit, can only be achieved during the initial vocational training period. Knowledge of foreign languages has already acquired great importance in the vocational training process.

Demographic developments

The general availability of young manpower in relation to requirements will be limited in the decades to come. It is this demographic component of training-place demand, in particular, which, with the marked growth in requirements on the part of industry and commerce, has resulted in the scarcity of new blood in the currently less popular apprenticeship trades, especially the handicrafts. Sight must not be lost of the fact that, in the history of the Federal Republic of Germany, the level of young persons being trained in the dual system has never been so high as it has been of late. The gaps in trainee availability for the dual system, however, will extend beyond this demographic factor if the trend towards the best educational qualifications possible continues.

The reason for staying on longer at a secondary school and acquiring university entrance stems from the realization – or at least the assumption – that such qualifications offer many options via further education, and the prospect of a promising career. This attitude is not only causing a "dry-out" of the main school *(Hauptschulen)* – which was traditionally the path to the dual training system. It is also making the main school – vis-à-vis competitive scholastic courses which can only lead to university entrance via a roundabout route – less attractive in the eyes of many young persons and their parents. This is resulting in a situation where young persons with an intermediate certificate *(Mittlerer Abschluß)* continue their school education or embark on a course of studies instead of starting work in their chosen trade on completion of their dual training.

The diverse educational efforts needed to enhance the attractiveness of a skilled-worker career are characterizing current discussions in Germany:

- ☆ Differentiated promotion of able and less able young persons, exhausting talent and individual inclinations, doing greater justice to ability and basic vocational requirements.
- ☆ Improvement of quality at vocational schools.
- ☆ Equity of general and vocational training courses to the point where master craftsmen are enabled to enter a higher education institution – in a move to avoid "dead-ends".

Pilot schemes

For the last 20 years, pilot schemes have turned out to be a highly effective instrument of innovation-promotion in vocational training. On the strength of an agreement between the Federal Government and the Bundesländer, they are discussed beforehand by a joint commission and then carried out as "school pilot schemes" or "industrial/commercial pilot schemes" in individual educational institutions. This system provides great flexibility within the scope of existing regulations and direct testing in practice. Almost 600 scientifically-monitored pilot schemes have been carried out or launched and have provided educational policy, research and planning with important impulses. The subject areas embrace the whole spectrum of training and further training content and final certificates, cooperation of places of learning and special groups of persons. In the 1980s, the new technologies, post-qualification measures for vocation reintegration, occupation-related environmental protection, innovation transfer following Germany unification and European-related vocational qualifications stood to the fore.

Glossary

Careers advice *(Berufsberatung)*

Careers advice constitutes the basis for young persons' choice of occupation. This service is provided by the local job centres (belonging to the Federal Employment Office), in schools and their own facilities – supported by diverse informative material.

Dual system

This term is used to describe the typical form of trade training in the Federal Republic of Germany. It takes places on the job and at vocational school simultaneously.

Federal Employment Office *(Bundesanstalt für Arbeit/BA)*

This central federal agency is responsible for the social security of employees, including, inter alia, social insurance, procuring employment and finding training places. At a figure of several billion Dm annually, it promotes a wide variety of individual supporting measures for particular groups of persons in training and further training. State, regional and local job centres (Arbeitsämter) are subordinate BA agencies.

Instructors *(Ausbilder)*

Firms wishing to provide trade training programmes must have qualified instructors on their pay-roll. In the handicrafts, a training qualification has been an integral part of the master craftsman's examination for decades. In industry and other training areas there has been a number of statutory qualification requirements for instructors since the early 1970s. Instructors are required to take an aptitude test to show that they possess the necessary expertise and are able to train apprentices.

Skilled Trades
(Ausbildungsberufe)

Training takes place in the dual system for about 380 skilled trades. Apprenticeship trades are those which have been recognized by a statutory order.

Training firm *(Ausbildungsbetrieb)*

Any firm is qualified to offer apprenticeships provided it is suitably equipped and has trained instructors on the pay-roll. Such firms must be in a position to comply with all the requirements for the trade in question.

Training Period *(Ausbildungsdauer)*

Depending on the trade in question, an apprenticeship can last from 2 to 3½ years. The length of training is laid down in the regulations. Because of increasing qualification requirements, training courses are tending to become longer.

Training Regulations *(Ausbildungsordnung)*

Training in an officially recognized skilled trade is regulated by federal orders. Training firms must adhere to these regulations and accomplish the training objectives (minimum requirement) stipulated.

Training Remuneration *(Ausbildungsvergütung)*

Firms must offer trainees reasonable training remuneration. This based on the apprentice's age and are set out, for the most part, in collective agreements between the employers and trade unions.

Training contract *(Ausbildungsvertrag)*

is a written agreement on apprenticeship in a recognized skilled trade concluded between a trainee or his or her legal representative (in the case of minors) and the firm in question.

Vocational Foundation Training Year *(Berufsgrundbildungsjahr/BGJ)*

The BGJ exists in full-time school or dual (cooperative) form. It is the first year of dual trade training and is designed to broaden basic vocational training.

Vocational Preparation Year *(Berufsvorbereitungsjahr)*

This is a school programme designed mainly to prepare young persons still not mature enough to embark on an apprenticeship. It is an integral part of vocational training.

Vocational Training Committee *(Berufsbildungsausschuß)*

All responsible agencies (chambers) must set up a vocational training committee. It must consist, in three equal parts, of representatives of the employers, the trade unions and vocational school teachers.

Vocational Training Report

Ever since 1976, the Federal Ministry of Education and Science has issued an annual Vocational Training Report which provides details of the quantitative and qualitative developments in vocational training.

(Full-time) Vocational Schools *(Berufsfachschulen)*

These schools offer one to three-year training courses. They provide vocational preparation or training for persons with no previous practical training. Only in exceptional cases do these courses culminate in a skilled trade qualification for blue or white-collar workers, as is the case in the dual system.

Vocational School *(Berufsschule)*

These schools operate as full-time (see above) or part-time institutions. The part-time schools are an integral part of the dual system of trade training. They continue general education and provide specialized theoretical instruction. The Vocational Preparation Year and the Vocational Foundation Training Year take place in full-time schools. Full-time vocational schools, senior technical and technical schools either prepare young persons for trade training – or they supplement or continue this training.

Important Addresses

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Heinemannstr. 2
D-5300 Bonn 2

Federal Minister of Economic Affairs
Bundesminister für Wirtschaft
Villmomblestr. 76
D-5300 Bonn 1

Federal Minister of Labour and Social Affairs
Bundesminister für Arbeit und Sozialordnung
Rochusstr. 1
D-5300 Bonn 1

Conference of Ministers of Education and Culture
Kultusministerkonferenz
Nassestr. 8
D-5300 Bonn 1

Federal Institute of Vocational Training
Bundesinstitut für Berufsbildung
Fehrbelliner Platz 3
D-1000 Berlin

Federal Employment Office
Bundesanstalt für Arbeit
Regensburgerstraße 104
D-8500 Nürnberg 30

National Federation of German Industry
Bundesverband der Deutschen Industrie
Gustav-Heinemann-Ufer 84–88
D-5000 Köln 51

National Federation of German Employer Association
Bundesvereinigung der Deutschen Arbeitgeberverbände
Gustav-Heinemann-Ufer 72
D-5000 Köln 51

Federation of German Chambers of Handicraft
Deutscher Handwerkskammertag
Johanniterstr. 1
D-5300 Bonn 1

Federation of German Chambers of Industry and Commerce
Deutscher Industrie- und Handelstag
Adenauerallee 148
D-5300 Bonn 1

Board of the German Economy for Vocational Training
Kuratorium der deutschen Wirtschaft für Berufsbildung
Buschstr. 83
D-5300 Bonn 1

Federation of German Trade Unions
Deutscher Gewerkschaftsbund
Hans-Böckler-Str. 39
D-4000 Düsseldorf

Union of German Salaried Employees
Deutsche Angestelltengewerkschaft
Karl-Muck-Platz 1
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